UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/51/688
21 November 1996

ORIGINAL: ENGLISH

Fifty-first session
Agenda items 116, 120, 137, 139
and 140 (a)

PROGRAMME BUDGET FOR THE BIENNIUM 1996-1997

HUMAN RESOURCES MANAGEMENT

FINANCING OF THE INTERNATIONAL TRIBUNAL FOR THE PROSECUTION OF PERSONS RESPONSIBLE FOR SERIOUS VIOLATIONS OF INTERNATIONAL HUMANITARIAN LAW COMMITTED IN THE TERRITORY OF THE FORMER YUGOSLAVIA SINCE 1991

FINANCING OF THE INTERNATIONAL CRIMINAL TRIBUNAL FOR THE PROSECUTION OF PERSONS RESPONSIBLE FOR GENOCIDE AND OTHER SERIOUS VIOLATIONS OF INTERNATIONAL HUMANITARIAN LAW COMMITTED IN THE TERRITORY OF RWANDA AND RWANDAN CITIZENS RESPONSIBLE FOR GENOCIDE AND OTHER SUCH VIOLATIONS COMMITTED IN THE TERRITORY OF NEIGHBOURING STATES BETWEEN 1 JANUARY AND 31 DECEMBER 1994

ADMINISTRATIVE AND BUDGETARY ASPECTS OF THE FINANCING OF THE UNITED NATIONS PEACEKEEPING OPERATIONS: FINANCING OF THE UNITED NATIONS PEACEKEEPING OPERATIONS

Gratis personnel provided by Governments and other entities

Report of the Secretary-General

96-33132 (E) 231196 251196

/...

SUMMARY

The present report is being submitted to the General Assembly pursuant to resolution 48/226 C concerning the secondment by Member States, at no cost to the United Nations, of military and civilian personnel to the Department of Peacekeeping Operations. Taking into account subsequent developments, the present report addresses the overall question of "gratis personnel" provided by Governments and other entities to the Secretariat as a whole.

The report notes that the number of such personnel, and the scope of the functions entrusted to them, have grown significantly over the past few years, raising policy and management issues requiring attention at both the Secretariat and intergovernmental levels. The report reviews, in that light, issues relating to the status and accountability of gratis personnel, financial implications and related budgetary and financial issues, as well as implications for personnel policies and practices in the Secretariat. The report places particular emphasis on the need for the establishment of uniform policies to guide the acceptance of such personnel and their utilization throughout the Secretariat. Special attention is given to the importance of preserving the exclusively international character of the responsibilities of the Secretariat.

The General Assembly is invited to reaffirm the principle that Member States collectively should provide the necessary staffing resources to implement the United Nations programmes and activities as decided upon by legislative bodies and to note the conditions and guidelines under which gratis personnel may be accepted by the Secretary-General. In the same context, the Assembly is invited to reaffirm the policy concerning the financial liability of the Organization in accepting gratis personnel.

I. INTRODUCTION

1. The General Assembly, in its resolution 48/226 C of 29 July 1994, having considered the report of the Secretary-General on the support account for peacekeeping operations (A/48/470/Add.1) and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/48/955), requested the Secretary-General to submit a report on the various aspects related to the secondment to the Department of Peacekeeping Operations, at no cost to the United Nations, of military and civilian personnel by a number of Member States and to address the question of providing reimbursement of expenses to those personnel.

2. During the intervening two years questions have been raised in the Advisory Committee and the Fifth Committee and by individual Governments on the policies and procedures governing acceptance by the Organization of services of gratis personnel provided by Governments and other entities. The issues raised are not restricted to gratis military officers provided to the Department of Peacekeeping Operations, but also apply to other gratis personnel made available to other departments or offices of the Organization. The present report accordingly deals with the overall question of gratis personnel provided by Governments and other entities to the Secretariat as a whole.

3. The number of gratis personnel and the scope of the functions entrusted to them have grown significantly over the past few years, raising policy and management issues requiring attention at both the Secretariat and intergovernmental levels. In this light, the present report reviews issues relating to the status and accountability of gratis personnel, financial implications and related budgetary and financial issues, as well as implications for personnel policies, including geographical balance in the Secretariat. Particular emphasis is placed on the need for the establishment of uniform policies to guide the acceptance of such personnel and their utilization. Special attention is given to the importance of preserving the exclusively international character of the responsibilities of the Secretariat.

II. BACKGROUND

4. The General Assembly, when it approves the work programme to be implemented by the Secretariat, also approves the resources which it considers appropriate and necessary for the Secretariat to carry out the mandated activities within a particular time-frame. The expenditures for staff and non-staff costs are administered, managed and incurred in accordance with the policies and procedures of the Organization and with the Financial and Staff Regulations and Rules that are also approved by the General Assembly.

5. Article 17, paragraph 2, of the Charter of the United Nations states, "the expenses of the Organization shall be borne by the Members as apportioned by the General Assembly". Those expenses constitute the regular budget of the Organization and the budgets of peacekeeping missions.

6. Moreover, voluntary contributions may be provided by individual Member States to the activities of the Organization, not as a substitute for their assessed contributions, but as a supplement to approved resources for the purpose of strengthening, reinforcing and advancing the implementation of approved activities.

7. In addition to voluntary contributions in cash, the Secretary-General may accept the services of gratis personnel provided by Governments and other entities. The activities assigned to such personnel were, initially, limited to those related to technical cooperation projects in the field (subject to specific guidelines for their acceptance). Subsequently, gratis personnel have been offered by individual Governments and other entities also to provide assistance to the Secretariat in addressing specific subjects or to deal with urgent needs in certain non-traditional areas of activities, for which expertise was not readily available within the Secretariat (e.g. non-traditional areas of logistics, mine clearance, prosecution in international tribunals, etc.).

8. In recent years, the total number of such personnel has increased very significantly and activities performed by them have expanded to backstopping of peacekeeping operations, disarmament and humanitarian assistance, and to areas which have, in the past, been carried out exclusively by staff members, such as economic and social research, internal oversight services, administration and management.

9. The offer of gratis personnel to the Secretariat has often been made in response to specific requests by the General Assembly. For example, the General Assembly, in its resolutions 45/258 and 49/250, invited Member States to make voluntary contributions to the United Nations peacekeeping operations and welcomed the contribution by Member States, on a non-reimbursable basis, of personnel to fill backstopping positions within the Department of Peacekeeping Operations. In resolution 47/168, the General Assembly requested the Secretary-General to continue to examine all possible ways and means to provide adequate qualified personnel and administrative resources to the Department of Humanitarian Affairs from within existing resources of the regular budget of the United Nations and, where appropriate, through the secondment of national humanitarian disaster relief experts.

10. Consideration of policies and procedures for the acceptance of gratis personnel cannot be separated from the overall financial situation of the Organization and the present environment of increasing demands coupled with growing budgetary constraints, leading programme managers to seek and accept offers of gratis personnel in order to offset declining authorized resources in the implementation of the approved work programme. Indeed, in view of growing resource constraints, it would not have been possible for the Secretariat, without the support of gratis personnel, to execute recent mandates of the General Assembly and the Security Council in a timely manner, particularly in the areas of military planning and logistics for peacekeeping, disarmament, humanitarian assistance and the international tribunals. In the area of backstopping of peacekeeping operations (financed by the peacekeeping support account) or the start-up of the international tribunals, for instance, the General Assembly had, until recently, agreed only to ad hoc and temporary financial arrangements under which it has been difficult for the Secretariat to

recruit staff in a planned and orderly manner. At the same time, in some parts of the Organization, certain areas of Secretariat work are becoming increasingly dependent on the provision of gratis personnel. In the Organization as a whole, the significant growth in the overall number of, and the scope of functions performed by, gratis personnel over the last two to three years raises the question of their impact on the international character of the Secretariat, pursuant to Articles 100 and 101 of the Charter of the United Nations.

11. In addressing the question of the implications for the independence and composition of the Secretariat, it should be noted that gratis personnel remain for the most part staff of their individual Governments. They are not staff members of the Organization and, unlike staff members, are not subject to Article 100 of the Charter and the Staff Regulations. They are not subject to geographical distribution. And they are not accountable to the Secretary-General.

12. The acceptance of gratis personnel also has financial implications for the Organization that are discussed below.

13. In summary, the issues which need to be considered include:

(a) The impact of the practice of accepting an increasing number of gratis personnel on the international character of the Secretariat and on its ability to service impartially the activities of the Organization, in accordance with the applicable provisions of the Charter and of the Staff Regulations and Rules;

(b) The impact on the international civil service and the composition of the Secretariat;

(c) The implications for the principle of the collective responsibility of Member States for the financing of the Organization's mandates, programmes and activities;

(d) Issues of financial implications, including ways to meet programme support costs connected with gratis personnel.

14. These issues are discussed below and the guidelines for the acceptance of gratis personnel are contained in annex I; annexes II and III show the number and distribution of gratis personnel in the Secretariat; annex IV lists the number and nationality of gratis personnel, type II; annex V indicates the number and nationality of military officers, including gratis military officers, in the Department of Peacekeeping Operations and annex VI the distribution of gratis military officers in the Department; and annex VII sets out the estimated annual cost of backstopping gratis military officers charged to the United Nations budget.

II. TYPES OF GRATIS PERSONNEL

15. The Secretary-General has from time to time accepted the services of gratis personnel provided by individual Governments and other entities to assist him in carrying out his functions. Some types of gratis personnel, mainly in the area

of technical cooperation, have a long history of association with the work of the Organization and their legal status and functions are well established; these include associate experts, technical cooperation experts on non-reimbursable loans and interns (type I, as discussed in paragraphs 16 to 23 below and summarized in table 1). Policies and practices concerning those personnel are well defined and need not be questioned in the context of this report. On the other hand, there has emerged over recent years another type of gratis personnel whose contractual status with the Organization is not clear and whose functions are not limited to specialized expertise but have now included those that should be performed by staff members (type II, as discussed in paragraphs 24 to 40 and summarized in table 2). This report focuses mainly on the latter type of gratis personnel.

A. Type I: gratis personnel with an established historical association with the United Nations

Associate experts (technical cooperation)

16. The programme for associate experts was initially established by the Economic and Social Council in its resolution 849 (XXXII) of 4 August 1961 as a volunteer programme for technical cooperation. The purpose was to provide graduates, sponsored by their Governments, with the opportunity to work in the field under the direction of senior experts or senior staff members of the United Nations in order to assist developing countries through the implementation of technical cooperation projects. Over the course of time, a number of such associate experts have been assigned to functions carried out by offices at headquarters, usually in economic and social research and analysis; those at headquarters offices are also sometimes referred to as "junior professional officers".

17. The status of associate experts is clearly defined: they are staff members at the junior professional level, subject to the provisions of the Charter and Staff Regulations; they cannot seek or accept instructions concerning the performance of their duties from any Government, including their own, or from any authority outside the Organization; conditions of service are specified in a letter of appointment, under the 200 series of the Staff Rules for technical assistance project personnel, on a fixed-term appointment, generally for a period not exceeding four years.

18. These associate experts are provided under a memorandum of understanding signed by the Secretariat and the donor Government. Unlike the case of experts on non-reimbursable loans, whose salaries are paid by the donor Government, the donor Government in this case makes a voluntary contribution in cash to the United Nations, and the Organization pays the personnel. Thirteen per cent of the net annual salary of each associate expert is charged to the Government to provide for programme support costs and compensation in the event of illness, injury, disability or death attributable to the performance of services on behalf of the United Nations.

Technical cooperation experts (non-reimbursable loans)

19. Beginning in the early 1970s, non-reimbursable loans from Governments were negotiated for the acquisition of services required to assist in the execution of the technical cooperation programme of the United Nations. Such loaned experts were accepted in respect of services normally outside the structure of the Secretariat and at locations other than United Nations Headquarters. Non-reimbursable loans were not intended to be used in respect of secretariat-type posts or functions normally authorized under the regular budget.

20. Technical cooperation experts whose services are accepted on a non-reimbursable loan basis have the relationship to the United Nations of independent contractors and are thus not staff members of the United Nations. The contractual relationship of such persons to the United Nations is established by a special service agreement. Non-reimbursable loans for technical cooperation projects can be engaged for up to four years. Their relationship is therefore subject solely to the terms of that agreement and not to the United Nations Staff Regulations or Rules. For the purpose of the Convention on the Privileges and Immunities of the United Nations, such persons are "experts on mission".

21. Policies and procedures were established for the acceptance of these non-reimbursable loans (ST/AI/231/Rev.1), including the requirement of a memorandum of agreement between the United Nations and the donor Government. Member States providing non-reimbursable loans for technical cooperation projects have observed the requirement to pay programme support costs.

Interns

22. The purpose of the United Nations internship programme is to promote among the participants (usually students enrolled in a graduate school) a better understanding of major problems confronting the United Nations; the programme also provides departments, at Headquarters and elsewhere, with the assistance of outstanding young students specializing in a relevant field, such as economics, social affairs, international law, international relations, human rights, political science, or public administration. Interns are usually given research assignments.

23. Some interns are sponsored by their academic institutions; some interns participate without sponsorship. Interns are not paid by the United Nations. They sign a form that stipulates the conditions governing the internship programme. Costs of travel to and from New York or other duty stations and accommodation, as well as living expenses, are the responsibility of interns themselves or their sponsoring institutions. The United Nations accepts no responsibility for costs arising from accidents and/or illness incurred during an internship. The internship is for a period of two months and not connected with recruitment for employment at the United Nations and there is no expectancy of such recruitment. Programme support costs have not been charged to the sponsoring institutions because of the intermittent and short duration of the services and because the purpose of the programme is to promote a better understanding of the activities of the United Nations.

Table 1. Gratis personnel with an established historical association with the United Nations

	Associate experts	Technical cooperation experts (non-reimbursable loans)	Interns
Status	Staff	Experts on mission	Interns
Agreement with donor	Memorandum of understanding	Memorandum of agreement	None
Contract with individual	Fixed-term contract at L-2 level	Special service agreement	Form with conditions governing programme
Selection	The Secretariat decides on the basis of candidates submitted by donor Government	Nomination by donor Government subject to approval by Organization	Evaluation of applications
Qualifications	University graduates; on-the-job training to acquire technical skills	Expertise in economic and social sectors	Graduate studies
Financing	Donor Government contributes to trust fund, from which salary is paid by the United Nations	Donor Government pays salary and related expenses	Responsibility of intern or sponsoring institution
Programme support costs	12% traditionally charged to trust fund (plus 1% charge for death and disability compensation, if applicable)	13% charged to donor (plus 1% charge for death and disability compensation, if applicable)	None

B. Type II: other gratis personnel provided by Governments or other entities

24. In recent years, as the Organization was being faced by growing demands for activities often requiring expertise not immediately available in the Secretariat and by serious constraints in staffing resources, the practice of accepting gratis personnel has extended beyond the traditional area of technical cooperation to other areas throughout the Secretariat. In response to invitations by the General Assembly, and its request that the Secretary-General approach Governments for voluntary contributions in cash or in kind, individual Governments have contributed the services of personnel to support activities in peacekeeping, disarmament, humanitarian assistance, international tribunals, economic and social research, internal oversight services, administration and management.

25. There has not been a consistent and uniform application by programme managers of policies for the acceptance of gratis personnel. The principles elaborated in the above-mentioned administrative instruction on non-reimbursable

loans for technical cooperation projects (ST/AI/231/Rev.1), particularly in terms of an agreement or understanding between the United Nations and the donor and the issuance of a special service agreement with the individual, have been applied only in a limited number of cases. In some cases, gratis personnel have been accepted through an exchange of letters between the United Nations and the donor; in some cases there are no agreements between the United Nations and the individual. In the light of the need for all concerned to comply with United Nations regulations and rules, a set of guidelines for the acceptance of gratis personnel has been elaborated (annex I).

Gratis military officers

26. With the rapid upsurge in the number, size and complexity of peacekeeping operations in the early 1990s, the Department of Peacekeeping Operations found itself lacking in certain kinds of expertise, particularly in the area of logistics. The General Assembly, in its resolution 47/71, encouraged the Secretary-General to invite Member States to provide qualified military and civilian personnel to assist the Secretariat in the planning and management of peacekeeping operations. In response to that resolution, the Secretary-General, by a note verbale attaching a brief job description, invited Member States to provide to the Secretariat, on a non-reimbursable basis, specialized personnel to assist the Department in providing support to peacekeeping operations.

27. The candidates, generally at least three nominated by their Governments, are reviewed and selected by the recipient offices. The services of the gratis military officers are engaged through an exchange of notes verbales with the donor Government. There is no agreement between the United Nations and the individual.

28. Initially performing functions in logistics and military planning, for which expertise is not immediately available in the Secretariat, the functions of gratis military officers have expanded beyond these areas, as has their total number. A compounding factor was the staffing resource constraints placed upon the Department, particularly the peacekeeping support account arrangement which was, until recently, based on a fixed percentage of the size of peacekeeping budgets and authorized only for a short fixed period.

29. Gratis military officers in the Department of Peacekeeping Operations have contributed to a wide range of aspects of the work of the Secretariat and to strengthening the administrative and operational planning capacity of the Organization to respond rapidly and efficiently to Security Council mandates for the establishment and implementation of peacekeeping operations. Activities have included reform of the procedures for determining reimbursement to Member States for contingent-owned equipment, standby arrangements, operational support manual, regional training workshops and training assistance teams.

30. In the Department of Peacekeeping Operations, gratis military officers assigned to the Office of Operations and the Situation Centre provide an effective and immediate interface between the peacekeeping mission in the field and Headquarters. Those assigned to the Planning Division have contributed to the planning and monitoring of peacekeeping operations, including major deployments and extraction, the establishment of doctrine for coordination and

operational efficiency, recording lessons learned, arrangements for standby forces, and training. Gratis military officers, and a small number of civilian personnel also contributed by Governments, have been assigned to the Demining Unit. In the Field Administration and Logistics Division, gratis military officers have been assigned functions in the Logistics and Communications Service to deal with logistics and movements control (air and sea transport); in Finance Management and Support Services for reviewing and verification of claims, including claims from troop-contributing countries in respect of supplies and services, death and disability and reimbursement of contingent-owned equipment; and in Personnel Management and Support Services for the development of a personnel database containing profiles of mission personnel and a roster of suitable candidates for assignments in peacekeeping operations, and other personnel functions.

31. As at 31 October 1996, 124 gratis military officers were serving in the Department of Peacekeeping Operations (see annex V). In addition, four were serving in the Department of Administration and Management, in the Procurement and Transport Division.

32. Gratis military officers are not staff members; they have the status of "experts on mission" and are covered by article VI, section 22, of the Convention on the Privileges and Immunities of the United Nations. Their tour of duty is for a minimum of one year, with the possibility of further extension. Although their salaries are paid by donor Governments, the costs related to official travel and daily subsistence allowance, office space, equipment, supplies, communications, support staff, administrative services, language and training courses are charged to the regular budget of the Department of Peacekeeping Operations and the Department of Administration and Management.

33. In an effort to facilitate the provision of gratis military officers from developing countries, a trust fund has been established for the acceptance of cash contributions from individual Governments who wish to sponsor gratis military officers from developing countries to participate in the work of the Department of Peacekeeping Operations. Currently, two Member States have sponsored three gratis military officers from developing countries.

United Nations Special Commission

34. In the case of the United Nations Special Commission (UNSCOM), for the disarmament of Iraq, Governments have contributed personnel to carry out immediate on-site inspections of biological, chemical and nuclear capabilities in Iraq, as well as for overseeing the destruction, removal and rendering harmless of all of Iraq's chemical and biological weapons and related capability. Governments have also provided personnel for the long-term monitoring of Iraq's ability to purchase and develop weapons of mass destruction and of the import-export mechanisms, including chemical weapon and biological weapon advisers, and missile and nuclear weapon experts. The services of these personnel are engaged through an exchange of letters between the United Nations and the donor Government; the contractual relationship between the United Nations and the individual is established through a special service agreement. Support costs, including daily subsistence allowances, have been met from the Commission's resources.

Department of Humanitarian Affairs

35. In the Department of Humanitarian Affairs, personnel have been contributed by Governments to carry out activities in humanitarian assistance, both at headquarters offices (Geneva and New York) and in the field, in response to a number of General Assembly resolutions, including resolutions 47/168 and 49/139. The gratis personnel are not staff members; they are "experts on mission". The contractual relationship between those personnel and the United Nations is normally established by a special service agreement and by a memorandum of agreement between the United Nations and the donor Government. The functions performed by the personnel include coordination of support to respond to disaster and emergency situations, mine clearance (in the field) and development of international norms for humanitarian assistance, production of information kits (at headquarters). The Department of Humanitarian Affairs also maintains a pool of disaster relief experts in the field who serve as members of the United Nations Disaster Assessment and Coordination team for short-notice deployment to respond to natural disasters or humanitarian emergencies. While these gratis personnel hold one-year special service agreements, they actually serve on a standby basis and are deployed on location for periods of approximately two weeks at a time, in the early phase of the disaster or emergency. The pool currently comprises 41 such experts; thus far in 1996, only seven 3-person teams have been actually deployed. Another 16 technical cooperation experts serve in various relief coordination and disaster management projects in the field.

36. The 13 per cent programme support costs for gratis personnel have been charged to donor Governments, except in a few cases where such costs have been charged to relevant trust funds whenever donors of personnel have also contributed to that trust fund. Programme support costs for those serving with the United Nations Disaster Assessment and Coordination team on a standby basis have been reimbursed by donor Governments for the periods of their actual deployment. Because of the significant amount of extrabudgetary activities related to the work of the Department of Humanitarian Affairs at Geneva, the Department has reimbursed central administration at Geneva for services provided in support of those extrabudgetary activities.

International tribunals

37. In the international tribunals for the former Yugoslavia and Rwanda, a number of Governments and non-governmental organizations have contributed the services of prosecutors, investigators, legal assistants, an intelligence analyst and a political adviser, both at the secretariats of the tribunals and also in the field, on the basis of a memorandum of agreement between the United Nations and the donors. Those gratis personnel are not staff members and are not subject to the Charter or the Staff Regulations and Rules. Initially, because of the urgent nature of the activities, the provision of personnel by donor Governments has been crucial in facilitating a timely response by the Secretariat to initiate the necessary work prior to recruitment of the necessary staff. However, two years since the establishment of the International Tribunal for the former Yugoslavia, there are still, as at 31 October 1996, 55 gratis personnel, equivalent to 23 per cent of the combined Professional and higher level staffing establishment. The scope of work undertaken by those gratis personnel include the central functions of the Tribunal, such as prosecution in

ongoing trials (six out of nine trial attorneys). As regards programme support costs, most of the donor Governments and other entities have paid the 13 per cent charge as an additional contribution. Where that has not been the case, support services have been charged to the trust fund established for the work of the tribunals.

Other Secretariat departments

38. In the political area, gratis personnel have provided expertise and advice in political issues and have been assigned functions in research and analysis, in investigation of the proliferation of small arms, and in fact-finding in relation to serious acts of violence. In the economic and social sectors, services of gratis personnel have been contributed by Governments and institutes to assist in carrying out work at Headquarters, primarily in areas where specific expertise was required to assist the Secretariat, for example, national accounts, research and analysis of the world economic and social situation, development of indicators of sustainable development and monitoring programmes of action and other international instruments in the economic and social sectors. The contractual relationship in these cases between the individual and the United Nations is established by a special service agreement; there is generally no formal agreement between the United Nations and the donor Government or other entity. Since these gratis personnel have been relatively few in number, programme support costs have, in general, been absorbed by the recipient departments within their approved budgets.

39. Gratis personnel have also been accepted by the Office of Internal Oversight Services; their functions have included auditing and ensuring compliance with recommendations of the Office; their contractual relationship to the United Nations is established by a special service agreement; since support costs have not been charged to the donor Governments, those costs have fallen upon the regular budget.

40. In the Department of Administration and Management, gratis personnel have been accepted from Governments for performing procurement functions and efficiency reviews. The contractual relationship with the United Nations is established through an exchange of letters with the donor Government or special service agreements with the gratis personnel.

Table 2. Other gratis personnel

	Gratis military officers (Department of Peacekeeping Operations)	Other gratis personnel	
		(Tribunals, Department of Humanitarian Affairs)	(Others)
Status	Experts	Experts	Experts
Agreement with donor	Exchange of letters with donor	Memorandum of agreement with donor	Exchange of letters; or no agreement
Contract with individual	None	Undertaking with individual; or special service agreement with individual	Special service agreement with individual; or no agreement
Selection	Three candidates are submitted by donor	None	None
Qualifications	Expertise	Expertise	Expertise
Financing	Donor Government pays salary	Donor Government pays salary	Donor Government pays salary
Programme support costs	Not applied	Most donors pay 13 per cent; some contest 13 per cent requirement	Not universally applied

IV. IMPACT ON THE ORGANIZATION

41. The Secretary-General appreciates the contribution by individual Governments of services of personnel, who, through this arrangement, have made possible the prompt execution of mandates from the General Assembly and the Security Council, and have helped the Secretariat meet emergency needs which could not otherwise have been met in a timely manner. In many cases, donor Governments have responded to specific General Assembly resolutions inviting voluntary contributions, including gratis personnel. However, the expansion in recent years in the number and scope of activities entrusted to gratis personnel suggests that it is not desirable to continue to deal with this issue on an ad hoc basis and that a uniform policy needs to be established to cover the status of gratis personnel, the nature of functions to be discharged, accountability, standards of conduct, their selection, geographical distribution, and their financial implications. Related broader issues that arise are the appropriate

level of resources that should be borne collectively by Member States to enable the Secretary-General to implement the approved programmes and activities, and the impact of the acceptance of gratis personnel on the exclusively international character of the Secretariat.

A. Impact on the activities and international character of the Secretariat

42. Functions assigned to gratis personnel have expanded from the traditional field of technical assistance projects to the backstopping of peacekeeping operations (particularly in the logistics area) and other activities such as disarmament, humanitarian assistance, mine clearance, investigation and prosecution of persons for serious violations of international humanitarian law; more recently, functions assigned to gratis personnel have extended also to economic and social research and analysis, internal oversight services and administration and management.

43. In many cases, gratis personnel have provided specific expertise not available in the Secretariat. In some instances they have been made available to assist the Secretariat in taking immediate action on urgent situations which could not have otherwise been taken because of the time needed to recruit suitable staff or because of a lack of regular budget resources. This was the case, for example, in the initial stages of establishing the International Tribunal for the former Yugoslavia, when the acceptance of gratis personnel was essential since the Secretariat lacked expertise in the areas of investigation and prosecution, pending recruitment of staff for those functions. Similarly, gratis military officers were initially assigned to logistics and military planning, areas where there was no existing expertise available in the Secretariat.

44. There are, however, at present a growing number of cases where gratis military personnel are also performing line functions which would normally fall within the responsibility of Secretariat staff, for instance in the areas of finance and personnel management (e.g., verification of claims, processing reimbursement for contingent-owned equipment, development of personnel database). In the international tribunals, humanitarian assistance, administration and management, and internal oversight services, gratis personnel are increasingly performing continuing functions in tandem with the work of staff members. In some areas, the stage has been reached where a number of the Organization's activities could not be implemented without the services of gratis personnel.

B. Impact on human resources policies

45. The Staff Regulations of the United Nations are established by the General Assembly according to Articles 100 and 101 of the Charter of the United Nations, which read:

"Article 100

"1. In the performance of their duties the Secretary-General and the staff shall not seek or receive instructions from any Government or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization.

"2. Each Member of the United Nations undertakes to respect the exclusively international character of the responsibilities of the Secretary-General and the staff and not to seek to influence them in the discharge of their responsibilities.

"Article 101

"1. The staff shall be appointed by the Secretary-General under regulations established by the General Assembly.

"2. Appropriate staffs shall be permanently assigned to the Economic and Social Council, the Trusteeship Council, and, as required, to other organs of the United Nations. These staffs shall form part of the Secretariat.

"3. The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence, and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible."

46. A stage has been reached in several areas where the work of the Organization cannot be fully implemented without the acceptance of gratis personnel. Since not all countries are in a position to make a contribution of gratis personnel to the United Nations, the greater proportion of gratis personnel has been provided by a limited number of Member States, resulting in a geographical imbalance (80 per cent of gratis personnel are from developed countries). This is particularly evident in those departments or offices which receive large numbers of gratis personnel (the Department of Peacekeeping Operations, the Department of Humanitarian Affairs, the international tribunals for the former Yugoslavia and Rwanda, the United Nations Special Commission). The Secretariat has recognized this and, at least in the case of gratis military officers in the Department of Peacekeeping Operations, a trust fund for assistance to military officers on loan from Governments in support of peacekeeping has been established, for the purpose of sponsoring military officers from developing countries, in an effort to ensure a better geographical representation. As at 31 October 1996, four personnel from three developing countries have been sponsored by two donor Governments.

47. Gratis personnel are not staff members. Most types of gratis personnel are "experts on mission" in the sense of section 22 of the Convention on the Privileges and Immunities of the United Nations. While gratis personnel are not subject to Article 100 of the Charter or the Staff Regulations, when they serve

on a special service agreement or when they sign an undertaking they are held to certain obligations by virtue of such agreements. Those obligations are very similar to the basic duties and obligations imposed upon staff members by article I of the Staff Regulations.

48. For instance, in the case of the gratis personnel in the international tribunals, an undertaking signed by the individual is attached to the memorandum of agreement between the United Nations and the donor. The undertaking signed by each individual provided as gratis personnel specifies the legal status of the individual concerned, and sets out a number of duties and obligations in the performance of the functions to be provided to the United Nations. In those cases, gratis personnel undertake to perform their functions under the authority and in full compliance with the instructions of an appropriate official; they also undertake (a) not to seek or accept instructions regarding their functions from any Government or other external authority; (b) to refrain from any conduct that would adversely reflect on the United Nations and from any activity incompatible with the aims and objectives of the United Nations; (c) to exercise the utmost discretion in all matters relating to their functions; and (d) not to communicate or use without authorization information obtained by reason of their functions.

49. With respect to selection, the standards set forth in Article 101, paragraph 3, of the Charter, namely, the highest standards of efficiency, competence and integrity, are not directly applicable since gratis personnel are not staff members. They are not required to meet the standards of qualification which normally apply when candidates are evaluated for recruitment. Although the Organization attempts to ensure, as much as possible, that the gratis personnel to be provided by individual Governments have the requisite ability to perform the tasks for which they are needed, the Secretariat mostly accepts the gratis personnel nominated by their donor Governments without independent checking of background, qualifications, experience and performance. The Organization has generally relied on the donor Government or other entity providing gratis personnel to nominate suitably qualified persons for the duties to be performed.

50. The principle that functions of supervision, regulation and of a policy nature should not be entrusted to gratis personnel must be clearly established. Furthermore, gratis personnel cannot be assigned functions of a sensitive and confidential nature. Gratis personnel should perform functions under the authority of a United Nations official to whom they have been assigned and in compliance with instructions from that official. Gratis personnel should not have signatory authority for official correspondence or for actions involving outside entities. A uniform policy clarifying in a more consistent way the status, accountability and responsibility of gratis personnel has therefore been established, as presented in the guidelines set out in annex I.

V. FINANCIAL COST TO THE ORGANIZATION

51. With regard to the financial implications of acceptance of gratis personnel for the Organization, attention is drawn to Financial Regulation 7.2, which reads:

"Voluntary contributions, whether or not in cash, may be accepted by the Secretary-General provided that the purposes for which the contributions are made are consistent with the policies, aims and activities of the Organization, and provided that the acceptance of such contributions which directly or indirectly involve additional financial liability for the Organization shall require the consent of the appropriate authority."

52. Voluntary contributions almost always involve additional financial liability for the Organization. The financial liability involved in the acceptance of gratis personnel relates to costs for secretarial and administrative backstopping, equipment, supplies, office space, utilities, communications, legal and medical services, as well as costs for official travel, daily subsistence allowance and participation in United Nations training and language programmes. The acceptance of gratis personnel clearly cannot be considered as a "no cost" proposition for the Organization.

53. While donor Governments or entities may accept responsibility for the salary, allowances, remuneration or other benefits of the gratis personnel, Financial Regulation 7.2 and Financial Rule 107.7 require the Organization to obtain the approval of the General Assembly if a voluntary contribution directly or indirectly involves an immediate or ultimate financial liability for the Organization.

54. In recognition of the financial liability on the Organization in the acceptance of voluntary contributions, an administrative instruction (ST/AI/286) was issued on 3 March 1982, setting out the procedures for the approval and management of programme support costs for voluntary contributions in respect of operational and general trust funds.

55. To defray costs that are involved in accepting gratis personnel, the standard practice of the United Nations is to apply the policy established for technical cooperation experts (ST/AI/231/Rev.1) and other contributions, and charge 13 per cent for the support services and an additional 1 per cent, if applicable, for compensation to gratis personnel in the event of injury, illness or death attributable to the performance of services on behalf of the United Nations.

56. Questions have been asked about the appropriateness of charging the rate of 13 per cent for programme support costs. The 13 per cent programme support charge is based on section V of General Assembly resolution 35/217 of 17 December 1980, adopted pursuant to decision 80/44 of 27 June 1980 of the Governing Council of the United Nations Development Programme concerning technical cooperation projects. A cost measurement study, conducted to determine the real cost of supporting extrabudgetary activities, revealed that approximately 22.5 per cent of support costs were incurred by the organizations of the United Nations system in the acceptance and administration of voluntary contributions. So as to recognize the value of expertise provided to the Organization, a compromise rate of 13 per cent was adopted.

57. In this regard, the Secretariat has made an analysis of the current situation with regard to support costs for gratis military officers in the Department of Peacekeeping Operations (see annex VI). As at 31 October 1996,

there were 124 gratis military officers and their estimated annual salaries, paid by Governments, amounted to approximately $12,473,900. The estimated cost of providing support services (office space, maintenance of automation equipment, supplies, telecommunications, secretarial and administrative support) to one gratis military officer in the Department amounts to approximately $17,900 per year, or $2,219,600 per year for 124 gratis military officers, representing 18 per cent of the cost of those officers; when costs of travel and daily subsistence allowance are included (approximately $248,000 in 1995), the support costs borne by the Organization amount to approximately 20 per cent of the costs of gratis military officers. Furthermore, when one-time costs per person of $12,800 per year for alteration of premises, furniture, computer equipment and software, telephone installation ($1,587,200 per year for 124 gratis military officers) are included, the total costs that have been borne by the Organization are equivalent to 33 per cent of the cost of the gratis military officers. It would appear, therefore, that the programme support costs at the rate of 13 per cent are not excessive.

58. In the case of gratis military officers, programme support costs were not charged to the donor Government and so the United Nations regular budget has been absorbing those costs. In the case of gratis personnel other than gratis military officers, most Governments have understood the concept of charging for support costs and have complied with United Nations policy in this respect. In the absence of such a charge for voluntary contributions, including the contribution of gratis personnel, the Secretariat would necessarily have to utilize resources that have been provided for other purposes by the General Assembly. This would be contrary to the recommendations of both the Advisory Committee on Administrative and Budgetary Questions and the General Assembly over the years.

59. In principle gratis personnel, as well as staff provided from voluntary contributions to trust funds, should not be a substitute for, but should rather be supplementary to, the approved staffing establishment for budgeted activities and should not perform functions that have been approved for established posts. Furthermore, some Governments have stressed that, if voluntary contributions in cash or in kind are accepted from individual Governments or other entities, the associated costs related to the acceptance of those contributions should be the responsibility of the donors and should not be financed collectively by the entire membership through their assessed contributions.

60. Where trust funds have been established for activities that are to be carried out by gratis personnel, such as those related to the Tribunals and the coordination of humanitarian assistance, programme support costs have, in some cases, been charged to those trust funds, when donors of gratis personnel have also contributed in cash to the trust funds, or when other donors to the trust fund have agreed to the utilization of their contributions for supporting gratis personnel provided by other Governments.

61. On the other hand, some Governments are of the view that, at a time of budgetary constraints, their contributions of personnel have been essential for the full implementation of the work of the Organization and their contribution of gratis personnel would more than offset the costs of support services resulting from the Secretariat's acceptance of the gratis personnel. Some donor

Governments are of the view that the Organization stands to benefit from gratis personnel, both in terms of expertise and in terms of savings; they do not, therefore, agree to pay the related programme support costs. They have argued that what is spent on support services should be charged against either the existing vacancies in budgeted posts or to the budget in general. Some of those Governments, when approached by the Secretariat to submit candidates for recruitment against the vacant posts as United Nations staff, have instead indicated that they prefer to contribute gratis personnel.

62. When the gratis personnel provided were few in number and the performance of specific specialized functions was for short periods of time, the recipient offices and central administration were able to absorb, within the assessed budget, the costs of supporting the services of those personnel. Now, when an increasing number of gratis personnel are being provided and assessed budgets are at the same time being reduced, the capacity to absorb those support costs has diminished considerably.

63. In this connection, it may be recalled that the General Assembly, in its resolution 50/214, reiterated the need for the Secretary-General to ensure that resources were strictly utilized for the purposes approved by the General Assembly.

64. In that resolution, the General Assembly also approved the comments and recommendations of the Advisory Committee as expressed in chapter I of its first report on the proposed programme budget for 1996-1997 (A/50/7). In that report (paras. 115 and 116), the Advisory Committee, in its deliberations on extrabudgetary resources with respect to technical cooperation activities, general trust funds and programme support, including its observation that there was a need to define precisely the role of extrabudgetary financing in the overall structure of the United Nations, stated:

> "115. Aside from an adequate description of the use of trust funds and their relation to programme priorities and the provision of adequate information to ensure proper scrutiny and control, there is also a need to ensure that regular budget activities do not subsidize extrabudgetary budget activities and vice versa."

65. While the Advisory Committee did not specifically discuss the question of gratis personnel, but rather the question of voluntary contributions to the Organization, it is understood that the provision of gratis personnel is also considered a "voluntary contribution" and that therefore budgeted resources, whether regular budget, budgets of the international tribunals, peacekeeping operations or the peacekeeping support account, should not subsidize activities related to voluntary contributions.

66. Furthermore, the General Assembly, in its resolution 49/242 B on the financing of the International Tribunal for the former Yugoslavia, reaffirmed that the acceptance of voluntary contributions in kind or in personnel, as well as voluntary financial contributions, must be consistent with the need to ensure the impartiality and independence of the International Tribunal at all times and that such contributions should be considered supplementary to the assessed contributions.

VI. CONCLUSIONS AND RECOMMENDATIONS

67. Various types of gratis personnel have been provided by Member States, in many cases in response to resolutions of the General Assembly. The Secretary-General is grateful for these generous contributions. At the same time, the acceptance of an increasingly large number of gratis personnel has policy implications for both the independence and composition of the Secretariat, and for budgeted resources, that need to be addressed.

68. Recalling the importance of preserving the independence of the Secretariat, the Open-ended High-level Working Group on the Strengthening of the United Nations System, in its report to the General Assembly at its fiftieth session (A/50/24), stated that positions funded from extrabudgetary resources or personnel on loan from Member States were only acceptable on a temporary basis for specific short-term projects or pending a transition, which should be accomplished promptly, to budgetary posts funded from assessed contributions. It further stated that guidelines should be developed to ensure that such staff arrangements maintained consistency with Articles 100 and 101 of the Charter.

69. Guidelines to this end have been established, based on the principle that United Nations programmes and activities as determined by legislative bodies should be implemented by United Nations staff members who are subject to the provisions of the Charter of the United Nations. Gratis personnel should be accepted on an exceptional basis, for a defined, limited period, and in accordance with guidelines that preserve and protect the international character of the responsibilities of the Organization.

70. As for financial implications, the requirement whereby the Secretary-General is to ensure that resources are strictly utilized for the purposes approved by the General Assembly and that budgeted resources from assessed contributions should not be utilized to support staff or activities financed by voluntary contributions, would suggest that the charge for programme support costs to support gratis personnel should be enforced. This would also be in line with the principle that gratis personnel should be regarded as supplementary to budgeted staff rather than as a substitution for staff.

71. In the light of the above, the General Assembly may wish to reaffirm the principle that Member States collectively should provide the necessary staffing resources to implement United Nations programmes and activities as decided upon by legislative bodies. Those activities should be implemented by United Nations staff who are subject to Articles 100 and 101 of the Charter and the Staff Regulations and Rules.

72. The General Assembly may wish to invite the Secretary-General to take that principle into account in the context of future budgetary submissions of the various programmes and activities.

73. The General Assembly may also wish to note that the Secretary-General will accept gratis personnel only on an exceptional basis, to carry out, on a temporary basis, specialized functions in cases where:

(a) The required specialized expertise is not readily available in the Secretariat;

(b) Acceptance is supplementary to budgeted resources, not a substitute;

(c) Assignment is for a limited duration and under the supervision of Secretariat staff.

74. In the same context, the General Assembly may wish to note the guidelines for the acceptance of gratis personnel, as set out in annex I, which would be reflected in agreements between the United Nations and the donor Government or other entity and in undertakings to be signed by every individual providing services as gratis personnel.

75. The General Assembly may wish to reaffirm the principle that the acceptance of gratis personnel cannot involve, directly or indirectly, additional financial liability for the Organization.

ANNEX I

Guidelines for the acceptance of gratis personnel

1. Agreement with the United Nations

There shall be an agreement established between the United Nations and the donor Government or other entity for the acceptance of gratis personnel. Attached to that agreement will be an undertaking between the United Nations and the individual concerned.

2. Selection procedure

Several candidates should be submitted by the donor to the substantive department or office. The programme manager should assess all candidates against the relevant criteria to ascertain that the best qualified candidate is selected. Those criteria would be consistent with the basic criteria applicable to corresponding categories of United Nations staff in terms of educational background and the length, relevance and quality of working experience. The Office of Human Resources Management would provide the appropriate guidelines to programme managers.

3. Functions

Gratis personnel should not be used to fill posts or discharge functions normally authorized under the assessed regular programme budget, peacekeeping budgets or the peacekeeping support account, especially with respect to political, legal and administrative functions. Under no circumstances should they be allowed to supervise staff members in the exercise of their official duties; nor should they be assigned functions that are of a sensitive or confidential nature.

4. Status

Gratis personnel, while performing functions for the Organization, would normally have the status of "experts on mission" for the purposes of the Convention on the Privileges and Immunities of the United Nations, except as otherwise provided in the agreement with the donor.

5. Length of services

The agreement between the United Nations and the donor would specify the length of the services to be rendered. The term of the agreement would be one year but, under exceptional circumstances, may be extended for a maximum of one further year.

6. Remuneration, medical and life insurance, pension and other social security benefits

The agreement between the United Nations and the donor would place on the donor sole responsibility for payment of all expenses in connection with the services of gratis personnel, including salaries, allowances and benefits to which the individuals involved are entitled, and travel costs to and from the location where the gratis personnel will be based. The donor would also undertake to ensure that, during the entire period of service under the agreement, gratis personnel are covered by adequate medical and life insurance, as well as service-incurred insurance coverage for illness, disability or death.

7. Leave entitlements

The agreement between the United Nations and the donor would specify that leave plans of the gratis personnel should be communicated in advance to the recipient offices for appropriate authorization in order to allow for proper planning of the work to be performed.

8. Performance of services, and applicable standards of conduct

The agreement between the United Nations and the donor would place on the donor the duty to ensure that gratis personnel comply with the following obligations:

(a) Gratis personnel shall perform their functions under the authority, and in full compliance with the instructions of [appropriate official in the department or office concerned] and any person acting on his or her behalf;

(b) Gratis personnel shall undertake to respect the impartiality and independence of [Secretariat and/or relevant organ/body] and shall neither seek nor accept instructions regarding the services performed under the agreement from any Government or from any authority external to the Organization;

(c) Gratis personnel shall refrain from any conduct which would adversely reflect on the United Nations [and/or relevant organ/body] and shall not engage in any activity which is incompatible with the aims and objectives of the United Nations;

(d) Gratis personnel, although not staff members, shall comply with all applicable rules, regulations, instructions, procedures or directives;

(e) Gratis personnel shall exercise the utmost discretion in all matters relating to their functions and shall not communicate at any time without the authorization of the [appropriate high official in the department or office concerned] to the media or to any institution, person, Government or other external authority any information that has not been made public, and which has become known to them by reason of their association with the [department/office]. They shall not use any such information without the

written authorization of [appropriate high official in the department/office concerned] and in any event, such information shall not be used for personal gain. These obligations do not lapse upon expiration of this agreement.

All the above duties and obligations would also be spelled out in the undertaking to be signed by each individual provided as gratis personnel.

9. Accountability for breach of the duties and obligations of gratis personnel

The agreement between the United Nations and the donor would provide for each party the right to terminate the agreement upon one month's written notice to the other party. Should the conduct or performance of the gratis personnel be such as to require earlier termination of their services, the matter would be handled under a "settlement of disputes" clause providing that any dispute, controversy or claim arising out of, or relating to, the agreement shall be settled by negotiation or other mutually agreed mode of settlement.

10. Third party claims

Any claim made against the United Nations arising out of, or relating to, the agreement, including actions or omissions of gratis personnel while providing services to the United Nations, would be governed by the "settlement of disputes" clause mentioned above.

11. Programme support costs

The agreement would specify the obligations of the donor Government or entity to reimburse the Organization at the standard rate of 13 per cent for programme support costs related to gratis personnel, pursuant to the Financial Regulations and Rules. An additional 1 per cent shall be charged, if applicable, for compensation to gratis personnel in the event of injury, illness or death attributable to the performance of services on behalf of the United Nations. Such a standard rate could be applied directly to the donor or to a relevant trust fund established for the implementation of activities to be carried out by the gratis personnel, on the condition that the donor has also made to that trust fund a voluntary contribution that could be used for such purposes.

ABBREVIATIONS USED IN ANNEXES II TO IV

CHR	Centre for Human Rights
DAM	Department of Administration and Management
DDSMS	Department for Development Support and Management Services
DESIPA	Department for Economic and Social Information and Policy Analysis
DHA	Department of Humanitarian Affairs
DPA	Department of Political Affairs
DPCSD	Department for Policy Coordination and Sustainable Development
DPKO	Department of Peacekeeping Operations
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
OIOS	Office of Internal Oversight Services
OLA	Office of Legal Affairs
UNCHS	United Nations Centre for Human Settlements (Habitat)
UNCTAD	United Nations Conference on Trade and Development
UNDCP	United Nations International Drug Control Programme
UNEP	United Nations Environment Programme
UNOV	United Nations Office at Vienna
UNSCOM	United Nations Special Commission

ANNEX II

Gratis personnel, type I as at 31 October 1996

Department/office	Associate experts[a]	Technical cooperation experts (non-reimbursable loans)	Interns
DPA	-	-	-
DPKO	-	-	-
OLA	-	-	5
DPCSD	-	-	-
DESIPA	3	-	-
DDSMS	8	-	-
UNCTAD	12	-	27
UNEP	2	-	-
UNCHS (Habitat)	-	-	-
UNDCP	14	2	4
ECA	1	-	-
ESCAP	2	24	5
ECE	1	3	18
ECLAC	2	1	9
ESCWA	1	1	-
CHR	14	-	39
DHA	5	-	5
DAM	2	-	7
UNOV[b]	9	-	12
OIOS	-	-	-
Tribunal (Yugoslavia)	-	-	-
Tribunal (Rwanda)	-	-	-
UNSCOM	-	-	-
Total	76	31	131

[a] At Headquarters called Junior Professional Officer.

[b] Including the Office for Outer Space Affairs and the Crime Prevention and Criminal Justice Division.

ANNEX III

Gratis personnel, type II as at 31 October 1996

Department/office	Gratis military officers	Other gratis personnel		Total
		Headquarters	Field	
DPA		2		2
DPKO	124		17	141
DPCSD		8		8
DESIPA		3		3
DDSMS		1		1
UNCTAD		-		-
UNEP		-		-
UNCHS (Habitat)		1		1
UNDCP		4		4
ECA		-		-
ESCAP		3		3
ECE		-		-
ECLAC		1		1
ESCWA		-		-
CHR		-		-
DHA		9	57	66
DAM	4	3		7
UNOV		3		3
OIOS		3		3
Tribunal (Yugoslavia)		55		55
Tribunal (Rwanda)		32		32
UNSCOM		29	83	112
Total	128	157	157	442

ANNEX IV

Gratis personnel, type II by nationality as at 31 October 1996

Department/office	Nationality	Number[a]	Total
DPA	France	1	
	United States	1	
		Total	2
DPKO	See annex V		141
DPCSD	Cameroon	1	
	Chile	1	
	Denmark	1	
	Ethiopia	2	
	Germany	1	
	Mozambique	1	
	United Kingdom	1	
		Total	8
DESIPA	Republic of Korea	3	3
DDSMS	Iraq	1	1
UNCHS (Habitat)	United Kingdom	1	1
UNDCP	Japan	1	
	United States	3	
		Total	4
ESCAP	India	1	
	France	1	
	Republic of Korea	1	
		Total	3
ECLAC	Netherlands	1	1

Department/office	Nationality	Number[a]	Total
DHA	Argentina	1	
	Austria	5	
	Canada	2	
	China	1	
	Denmark	5	
	Finland	5	
	France	3	
	Germany	4	
	Japan	2	
	Netherlands	1	
	New Zealand	1	
	Norway	7	
	Russian Federation	3	
	Sweden	4	
	Switzerland	13	
	United Kingdom	9	
		Total	66
DAM: Gratis military officers	Ireland	1	
	Norway	1	
	Spain	1	
	United States	1	
Others	Republic of Korea	1	
	United Kingdom	1	
	United States	1	
		Total	7

Department/office	Nationality	Number[a]	Total
UNOV	Austria	1	
	France	1	
	United Kingdom	1	
		Total	3
OIOS	Germany	2	
	Republic of Korea	1	
		Total	3
Tribunal (Yugoslavia)	Denmark	1	
	Finland	1	
	Italy	1	
	Netherlands	1	
	Norway	1	
	South Africa	1	
	Sweden	2	
	Switzerland	1	
	United Kingdom	3	
	United States	16	
	Non-governmental organizations	23	
		Total	55
Tribunal (Rwanda)	Netherlands	15	
	Norway	5	
	Sweden	1	
	Switzerland	2	
	United Kingdom	1	
	United States	8	
		Total	32

Department/office	Nationality	Number[a]		Total
		Head-quarters	Field	
UNSCOM	Argentina	1	1	2
	Brazil	1	1	2
	Australia	2	3	5
	Austria	1	3	4
	Canada	2	2	4
	Chile		40	40
	France	3	1	4
	Germany	4		4
	Netherlands	1	1	2
	New Zealand	1	10	11
	Poland		1	1
	Russian Federation		1	1
	Sweden	1		1
	Switzerland	1	1	2
	United Kingdom	3	8	11
	United States	8	10	18
	Total	29	83	112
	Grand total			442

[a] Gratis military officers and others.

ANNEX V

Department of Peacekeeping Operations: monthly roll of military personnel in the Department, by country, as at 31 October 1996

Country	United Nations	Gratis military officer	Total
Argentina		8	8
Australia		4	4
Austria		3	3
Bangladesh	1		1
Belgium		4	4
Brazil		5	5
Canada	1	8	9
Czech Republic		2	2
Denmark		2	2
Egypt	1		1
Fiji	1		1
Finland		2	2
France	1	8	9
Germany	1	7	8
India	2		2
Ireland		2	2
Israel		1	1
Italy		8	8
Kenya		1	1
Malaysia	1	1	2
Mali		1	1
Namibia		1	1
Nepal	1		1
Netherlands	1	6	7

Country	United Nations	Gratis military officer	Total
New Zealand		1	1
Nigeria	1		1
Norway		6	6
Pakistan	2		2
Poland	2		2
Republic of Korea		1	1
Russian Federation	1	2	3
Singapore		3	3
South Africa	1	3	4
Spain		3	3
Sweden		3	3
Switzerland		1	1
Turkey		3	3
United Kingdom		10	10
Uruguay	1		1
United States		12	12
Zimbabwe		1	1
Total	19	124	143

ANNEX VI

Distribution of gratis military officers in the Department of Peacekeeping Operations

	Professional and above									General Service			
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2/1	Subtotal	PL	OL	Subtotal	Total
Gratis military officers (as at 21 November 1996)													
Office of the USG	-	-	-	-	-	-	-	-	-	-	-	-	-
Military Adviser's Office	-	-	-	-	-	1	3	1	5	-	5	5	10
Situation Centre	-	-	-	-	-	6	7	-	13	-	2	2	15
Policy and Analysis Unit	-	-	-	-	-	-	-	-	-	-	-	-	-
Executive Office	-	-	-	-	-	-	-	-	-	-	-	-	-
Office of the ASG/OO	-	-	-	-	-	-	-	-	-	-	-	-	-
Africa Division	-	-	-	-	-	1	-	-	1	-	-	-	1
Asia and Middle East Division	-	-	-	-	-	-	-	-	-	-	-	-	-
Europe and Latin America Division	-	-	-	-	-	1	3	-	4	-	-	-	4
Office of the ASG/OPS	-	-	-	-	-	-	1	-	1	-	-	-	1
Planning Division	-	-	-	-	2	21	13	-	36	-	3	3	39
Subtotal	-	-	-	-	2	30	27	1	60	-	10	10	70
Field Administration and Logistics Division													
Office of the Director	-	-	-	-	-	-	-	-	-	-	-	-	-
Financial Management and Support Services	-	-	-	-	-	5	11	3	19	-	1	1	20
Personnel Management and Support Services	-	-	-	-	-	1	1	-	2	-	-	-	2
Logistics and Communications Section	-	-	-	-	-	11	15	6	32	-	-	-	32
Subtotal	-	-	-	-	-	17	27	9	53	-	1	1	54
Total gratis military officers*	-	-	-	-	2	47	54	10	113	-	11	11	124

* Military rank at United Nations level equivalent.

ANNEX VII

Estimated annual cost of administrative backstopping of gratis military officers charged to the United Nations budget

(United States dollars)

Object of expenditure	One-time costs	Recurring costs
Common services costs:		
Rental and alteration of premises, furniture and equipment, supplies, telephone, etc.	12 800	7 600
Other administrative costs:		
Secretarial and administrative support		10 300
Total estimated support provided to one personnel	12 800	17 900
Total estimated annual cost of administrative backstopping for 124 gratis military officers (as at 31 October 1996)[a]	1 587 200	2 219 600

[a] Travel and daily subsistence allowance expenditures incurred in 1995 (primarily peacekeeping budgets) amounted to $248,000.